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CONSIDERATION OF NATIONAL DRUG CONTROL PLANS

National drug control plans: progress and prospects

Report of the Executive Director

Summary

As requested by the Commission on Narcotic Drugs, provision of advice and assistance to Governments in the formulation of national drug control plans continues to be a priority for UNDCP. In promoting the master-plan concept, UNDCP stresses the national character of such plans and fosters country ownership by encouraging participation of all national entities with a stake in drug control and by strengthening coordination between institutions involved in drug control. UNDCP cooperation ranges from the provision of specialized advice to full-fledged technical assistance. The master-plan approach has proven useful in defining common strategies and goals, in promoting a common understanding of the drug issue, and in fostering cooperation at the national and international levels.

During 1995, 23 master-plan exercises were completed by national authorities and 16 more were initiated. Twelve master plans are being considered for the future. Of the 39 master plans initiated or completed during 1995, UNDCP assisted 28 countries in the exercise.

As requested by the Commission on Narcotic Drugs at its thirty-eighth session, the present report sets out options for the Commission to consider in reviewing master plans as part of its efforts to monitor the implementation of the Global Programme of Action.

*E/CN.7/1996/1.

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INTRODUCTION

1. The promotion of national drug control plans (also referred to as master plans) has been a long-standing priority of the United Nations International Drug Control Programme (UNDCP). Recognition of the importance of promoting the development of such plans can be traced back to the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control adopted by the International Conference on Drug Abuse and Illicit Trafficking.¹ National drug control plans are also considered of value as an additional means of monitoring implementation of the Global Programme of Action adopted by the General Assembly at its seventeenth special session,² on 23 February 1990.

2. At its thirty-eighth session, the Commission on Narcotic Drugs decided to include an item on national drug control plans in the agenda for the thirty-ninth session and requested the Executive Director to "submit a report to that session containing information on the status of such plans, along with specific options as to how the Commission might in future consider the matter in more depth".³ The present report has been prepared in response to that request.

I. THE CONCEPT OF NATIONAL DRUG CONTROL PLANS

3. Faced with the growing threat and multifaceted problem of drug abuse, Governments have come to realize the urgent need to develop and implement a comprehensive set of responses, coordinated to achieve the maximum impact and relying on the active involvement of all government agencies and numerous bodies and institutions, including in the private sector, that play a role in drug control. For such an undertaking to achieve success, it needs to be embodied in a clearly defined strategy document, referred to as a master plan by UNDCP.* A master plan is the single document adopted by a Government outlining all national concerns in drug control. It is a tool designed to assess the extent and nature of the drug abuse problem, to set out a coordinated approach to its solution, and to identify consistent and comprehensive national drug control objectives.

4. In recognition of the national character of master plans, UNDCP has refrained from defining a detailed blueprint. Rather, it issued in 1994 a booklet entitled "Format and guidelines for the preparation of national Drug Control Master Plans", as a practical guide setting out the basic principles to be followed in the formulation of master plans for drug control and underlining some essential parameters that should be in place for the success of the exercise. A number of Governments also include in the master plan aspects relating to abuse of substances such as alcohol and tobacco.

II. MODALITIES OF ASSISTANCE TO GOVERNMENTS IN DESIGNING, FORMULATING AND IMPLEMENTING NATIONAL DRUG CONTROL PLANS

5. UNDCP has emphasized that government commitment is an essential prerequisite for a master plan. In line with the concept of national ownership, Governments are the driving element in the planning exercise, assuming technical and managerial responsibility to the maximum possible extent.

6. At one end of the spectrum are countries with limited capabilities, where national commitment is not matched by adequate resources. In such cases, wherever the seriousness of the drug abuse problem justifies

*The term "master plan" is used throughout this report for the sake of convenience. However, other expressions such as drug control programme or national plan for drug control are equally appropriate. The choice of the preferred term is determined by individual Governments.

it, UNDCP has provided assistance in the form of a master-plan project for the delivery of technical advice, training and, in selected cases, limited management support and equipment.

7. In cases where national capabilities were deemed basically sufficient, UNDCP has provided mainly short-term technical expertise, with national institutions ensuring overall management of the exercise, deployment and coordination of resources and finalization of the proposal for submission to the authorities responsible for approval. In such cases, it has been sufficient for UNDCP to provide only initial support, often in the form of a workshop to design or enhance awareness of the master plan. Such a workshop served as a catalyst to draw the attention of the various institutional players to their role and responsibilities.

8. Finally, in cases where institutional development and overall resources were entirely adequate, UNDCP has provided information and guidelines upon request, or has responded to a request to review and comment on final drafts of master-plan documents.

III. STATUS OF NATIONAL DRUG CONTROL PLANS

A. Overview

9. The present chapter reviews the progress made during 1995 in the various countries which engaged in master-plan exercises, either on their own initiative or with varying degrees of UNDCP encouragement. Since master plans are of equal relevance for developed and developing countries alike, the analysis takes into account the situation in both country groupings. While efforts have been made to ensure that the information presented is comprehensive, it must be recalled that not all countries formulating national drug control plans with their own resources keep UNDCP informed of their action.

10. Countries with ongoing master plans under implementation have not been separately identified, and attention is drawn to previous reports of the Commission on the subject.

11. During 1995, 23 master-plan exercises were completed and 16 were initiated. National authorities in 12 additional countries are considering initiating master plans in the future. UNDCP has provided assistance in respect of 28 out of the total of 39 master plans initiated or completed during 1995. Five countries have sought support from UNDCP in the form of full-fledged master-plan projects, while for 23 others the provision of limited UNDCP assistance in the form of technical expertise has proven sufficient. This underscores the general applicability of the master-plan concept to most situations, as well as the fact that UNDCP support, while essential in some cases, need not be the norm.

B. Africa

12. Algeria developed a draft outline for a national plan in 1994. Further progress, including possible UNDCP assistance in the process of elaboration, is awaited. Egypt has drafted a master-plan document, approval of which is still pending. Morocco is currently considering elaboration of a programme of action.

13. Burkina Faso is awaiting government approval of a draft master plan produced with assistance provided through a UNDCP project, while Côte d'Ivoire is finalizing a plan that has been developed using exclusively national capabilities. In Ghana and Nigeria, activities for the preparation of master plans have been started under a UNDCP project, while Senegal has started the process without requesting UNDCP support.

14. In the first half of 1995, Namibia completed the formulation of a programme for the prevention and combating of substance abuse and illicit drug trafficking, to which UNDCP provided limited technical advisory support. The plan also covers alcohol abuse, which has been identified by the authorities as one of the major types of substance abuse in the country.

15. Zambia has approved a project for the formulation of a master plan to be supported jointly by UNDCP and the United Nations Development Programme (UNDP). This is the first instance of a master-plan project with financing from an international agency other than UNDCP, a clear indication of the growing interest of the donor community in comprehensive drug control measures.

C. America and the Caribbean

16. Canada is currently implementing the second phase of its drug strategy covering the period from 1993 to 1997. Mexico has completed action on its master plan up to the year 1994, and is currently developing a new one without requesting external inputs. The United States has a national drug control strategy which underwent revision in 1995.

17. Costa Rica has developed a draft plan, yet to be finalized, and for which UNDCP support may be requested. Nicaragua developed its plan with assistance from UNDCP, while Panama, which has a yearly drug control plan at the operational level, has yet to decide whether it wishes to undertake a more comprehensive planning exercise.

18. Out of a total of 29 countries and territories in the Caribbean, 15 already have a master plan in draft or final form, while seven have just started the process of elaboration. The 15 countries or territories with master plans in place are Antigua and Barbuda, Aruba, Bahamas, Barbados, Belize, Bermuda, Cayman Islands, Grenada, Jamaica, Montserrat, Suriname, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago and Turks and Caicos Islands. The seven countries or territories where master plans are being implemented are British Virgin Islands, Cuba, Dominica, Dominican Republic, Guyana, Netherlands Antilles and Saint Kitts and Nevis. For the other countries and territories, the formulation of a master plan is not envisaged at present. The UNDCP regional office in Barbados has been promoting the master-plan concept and assisting countries in the region in preparing comprehensive drafts by providing an initial outline for discussion with local authorities. One international staff member in the regional office is responsible for master-plan support and follow-up.

19. In 1995, Brazil elaborated drug control programmes for regions of the country that faced particularly serious drug problems, as well as a plan for law enforcement at the national level. Aggregation of regional plans into a comprehensive national drug control plan has not taken place yet. Paraguay, with assistance from a UNDCP consultant, developed a national drug control plan in the course of 1995, with emphasis on demand reduction and suppression of drug trafficking. Venezuela relied exclusively on its own capabilities in developing a plan which was approved in August 1995.

D. Asia and the Pacific

20. In June 1995, Israel, Jordan and the Palestinian Authority participated, together with Egypt, in a subregional workshop at which the master-plan concept was presented.

21. In India and Sri Lanka, plans have been drafted, but are still awaiting official approval. In both countries, pending approval of the overall strategy, selected priority aspects are taken up for implementation on their individual merit. Pakistan completed a comprehensive master-plan exercise supported by a UNDCP project. The draft was reviewed at provincial level before submission to the national Government for approval.

22. Kyrgyzstan and Uzbekistan were introduced to the UNDCP master-plan concept through a workshop, and both countries started, without UNDCP support, to develop three-year plans for implementation beginning in 1996. Viet Nam completed a master-plan draft to which UNDCP provided project assistance; approval of the document is awaited. Both Australia and Japan have national drug control master plans which are currently being implemented.

E. Europe

23. In April 1995, Czech Republic, Hungary, Poland, Slovakia and Slovenia participated in a workshop to introduce the master-plan concept, which is now under consideration in those countries. The Czech Republic already has a drug control strategy, though not a full-fledged master plan.

24. France, Germany, Malta, Russian Federation, Spain and United Kingdom of Great Britain and Northern Ireland are all implementing drug control plans. The European Union has developed an action plan against drugs covering the period from 1995 to 1999.

IV. FUTURE PROSPECTS FOR NATIONAL, SUBREGIONAL AND REGIONAL DRUG CONTROL PLANS

A. Overview

25. An increasing number of countries are showing interest in the master-plan concept and seeking assistance or advice to undertake such an exercise. This is particularly the case for countries in transition in central and eastern Europe, which are demonstrating deep concern at the spreading problem of drug abuse. Work on the plans is facilitated by the fact that new legislative frameworks are still being developed, and by the social and economic changes under way in those countries.

26. UNDCP intends to continue to promote the master-plan concept, and will pursue three specific lines of action. The first line of action will involve countries in which there is already a significant drug abuse problem, or where signs of an emerging problem have been detected. In those countries, UNDCP will continue to encourage formulation of a master plan, and will be prepared to consider the provision of assistance.

27. The second line of action will relate to countries that have already undertaken the formulation of a master plan. In cases where the plans have been formally approved, implementation would be encouraged, taking into account, if necessary, the possibility of providing assistance in the process. Such cooperation would essentially take the form of advice and assistance to the country in question to monitor progress and to identify changes that may be required as a result of changing circumstances, rather than in the form of direct technical assistance projects. In cases where internal lack of resources and capabilities would impair the implementation of the master plan, UNDCP would consider assistance in donor mobilization and, where warranted, provision of selective project support. UNDCP would also encourage Governments to establish their own monitoring mechanisms to follow implementation of the master plan, to update authorities on progress and to recommend adjustments where required.

28. Finally, as a third line of action, UNDCP would encourage, wherever appropriate, the extension of the master-plan concept through a subregional approach. In such cases, subregional master plans would represent the coalescing at the subregional level of shared problems and approaches, due care being taken to recognize national differences and special areas of interest of individual countries.

B. Africa

29. Follow-up activities of UNDCP for the Africa region in 1996 will emphasize the approval of master-plan proposals finalized during 1995 and their subsequent implementation, together with implementation of those previously adopted.

30. A master-plan exercise in South Africa may be considered during 1996. A master-plan component has been included in an institution-building project to assist the United Republic of Tanzania in developing its

drug control structures and defining its priorities. The master plan for Zambia will be implemented during 1996.

C. America and the Caribbean

31. During 1996, activities in Latin America will cover the biennial updating of the drug control plan of Chile for 1997 and 1998, for which no UNDCP assistance is being requested, as well as the implementation of other approved and ongoing plans. In the Caribbean, efforts will concentrate on finalizing plans in the seven countries and territories where they are currently being prepared.

D. Asia and the Pacific

32. Activities of UNDCP for 1996 in the Asia and the Pacific region cover implementation of ongoing or recently approved plans and their updating. This would apply in particular to the plans of Bangladesh, Lao People's Democratic Republic, Nepal and Thailand, all currently being implemented but, almost midway through the process, requiring a comprehensive review of progress and, possibly, realignment to take into account emerging priorities.

33. Among countries expected to launch a master-plan exercise in 1996 are Indonesia, where limited advisory support is foreseen, and Malaysia, where a plan already exists for the period from 1993 to 1997, although interest in a revision has been expressed, and modalities of execution are still to be defined. The Islamic Republic of Iran has also expressed interest in knowing more about the master-plan approach, and may decide to undertake such an exercise in the future.

34. In western Asia, a workshop is foreseen in early 1996 for Jordan and Lebanon, as a result of which a decision may be taken on whether to proceed to formulate national master plans.

E. Europe

35. During 1996, the countries that participated in the master-plan familiarization workshop held in Eastern Europe in 1995, namely Czech Republic, Hungary, Poland, Slovakia and Slovenia, may decide to initiate the formulation of master plans. The former Yugoslav Republic of Macedonia has requested UNDCP advice in the formulation of a drug control plan designed to complement parallel plans for the suppression of corruption, the control of money-laundering and the prevention of crime, in particular organized crime. Estonia, Latvia and Lithuania have also requested UNDCP to introduce them to the master-plan concept, which they might consider adopting in future.

V. OPTIONS AVAILABLE TO THE COMMISSION ON NARCOTIC DRUGS FOR CONSIDERATION OF NATIONAL DRUG CONTROL PLANS

A. Proposed options

36. Many Governments of both developed and developing countries have prepared national drug control plans which represent a valuable source of knowledge and experience for Governments planning to start a similar exercise. Existing national drug control plans can be used to compare strategies and provide a basis for the coordination of efforts at subregional, regional and global levels.

37. In that connection, it may be noted that the Commission bears explicit responsibility for monitoring the efforts of Governments to implement the Global Programme of Action, as reflected in Economic and Social Council resolution 1991/38 of 21 June 1991. As national drug control plans represent a consolidated statement of the actions that individual Governments are taking or envisage taking, they can be used as a means of monitoring what is being done in furtherance of the Global Programme of Action. Indeed, the ad

hoc intergovernmental advisory group created as a result of Commission resolution 3 (XXXVII) of 21 April 1994 to advise on implementation of General Assembly resolution 48/12 of 28 October 1993 took up the question of monitoring the Global Programme of Action, and recommended that States should be encouraged to submit their national drug control plans for consideration either by the Commission itself or by a working group established for that purpose.

38. The Commission may therefore wish to establish a mechanism for sharing information on national master plans. The Commission at its thirty-eighth session requested the Executive Director of UNDCP to propose specific options as to how it might do so. To that end, two options are presented. The first option would consist in considering master plans during sessions of the Commission, in either the plenary or the Committee of the Whole. Under that option, the Commission would examine several master plans from different regions submitted by Governments on a voluntary basis. Each plan would be introduced by a representative of the Government concerned, who should be from the drug control coordinating body or from another such institution bearing responsibility for the implementation of the plan. A question-and-answer session would follow, allowing members of the Commission to seek further information and make observations on the plan. Consideration of each plan would conclude with closing remarks by the representative of the Government submitting the plan. The proceedings would be summarized in the report of the Commission.

39. A second option could consist in establishing a small expert committee that would be charged specifically with the task involved. The expert committee would be composed of drug control specialists who would serve in a personal and technical capacity. Geographical considerations would be taken into account in selecting members. A total of 10 members would permit the inclusion of two experts from each of the five regional groups. Each of the regional groups could submit three candidates for each post to be filled. Appointments would be made by the Chairman of the Commission after consultation with the relevant regional groups. The members of the committee would be appointed for a specific period of time, following, for example, the four-year cycle of the Commission.

40. At least one master plan per region should be examined at each session. Modalities for selection of master plans to be considered by the expert committee would be the same as for review in plenary. The expert committee would review the plans in the light of the expert knowledge of its members. Their findings would be summarized in the report of the expert committee to the Commission.

41. Master plans to be reviewed by the expert committee would be circulated to the experts in advance of their meetings. A working session of four or five working days would follow, allowing the committee to consider six to eight plans per year.

42. The expert committee would report to the Commission. To ensure the timely circulation of its report, the committee would meet about three months prior to the session of the Commission. The report would contain a summary of the elements of each master plan considered, highlighting those points which have a bearing on other countries. It would reflect the main observations made by the experts in the course of the deliberations, as well as the answers by the submitting Governments.

43. Consideration of plans in any appropriate international forum could foster the exchange of experience and up-to-date information. Governments wishing to do so could also report back to the subsequent sessions of the body concerned on any amendments or additions to the plan made as a consequence of its review.

B. Financial implications

44. The proposal to review master plans in plenary bears no financial implications. On the other hand, an expert committee would require approximately US\$ 200,000 yearly for the annual meeting of 10 experts at Vienna and secretariat support.

VI. GUIDANCE REQUESTED FROM THE COMMISSION ON NARCOTIC DRUGS

45. The Commission is asked to advise on the proposals contained in paragraphs 38 to 43 above, in particular on the option of considering master plans in plenary or through an expert committee.

Notes

¹See *Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987* (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

²See resolution S-17/2, annex.

³*Official Records of the Economic and Social Council, 1995, Supplement No. 9 (E/1995/29), chap. IX, para. 180.*



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**MONITORING OF THE UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG
ABUSE CONTROL AND OTHER COORDINATION MATTERS**

Report of the Executive Director

Summary

At its first regular session of 1995, the Administrative Committee on Coordination (ACC) included international drug control as an agenda item for the first time. At that session, ACC made a recommendation to its Subcommittee on Drug Control to prepare a more operational United Nations System-Wide Action Plan on Drug Abuse Control based on multi-agency sectoral and/or subsectoral plans of action. At its 1995 annual meeting, the Subcommittee identified 12 initial themes and established multi-agency task forces charged with the preparation of plans of action. Task force managers were chosen to coordinate the work of the other participating agencies for the preparation of the initial round of plans of action. These will form the basis for the new United Nations System-Wide Action Plan on Drug Abuse Control, which will be revised continuously as new plans of action are incorporated into it, to be submitted to the General Assembly. Concurrently, emphasis has been laid on the importance of inter-agency cooperation at the field level, as well as cooperation with the international financial institutions. It is important to place drug abuse control in a wider social and economic context against the background of action taken by the United Nations system against global problems.

*E/CN.7/1996/1.

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INTRODUCTION

1. In accordance with the recommendation of the coordination segment of the 1994 session of the Economic and Social Council, the Administrative Committee on Coordination (ACC) included in its agenda an item on international drug abuse control at its first regular session of 1995, held at Vienna on 27 and 28 February 1995. At its thirty-eighth session, the Commission on Narcotic Drugs subsequently took the conclusions and recommendations of ACC into account when it adopted its resolution 11 (XXXVIII).

2. The present report is submitted in response to that resolution and to General Assembly resolution 48/112 mandating periodic updates of the United Nations System-Wide Action Plan on Drug Abuse Control.

I. INSTITUTIONAL COORDINATION

A. Administrative Committee on Coordination

3. ACC, comprising the executive heads of all the programmes, organizations and specialized agencies of the United Nations system under the chairmanship of the Secretary-General, currently holds two sessions a year to discuss matters of common interest. At its first regular session of 1995, ACC included in its agenda for the first time a specific item on drug abuse control. The participants noted the growing importance of drug control and emphasized the many linkages that existed between drug abuse and various aspects of socio-economic development. They agreed on the necessity of coordinating efforts and including drug control activities in the work of their own organizations where appropriate and in line with their mandates.

4. The recommendations emanating from ACC with regard to drug control included the following (ACC/1995/4, para. 6):

"Concerned organizations should consult regularly at the global, regional and field levels. At the country level, resident coordinators should be invited to create informal inter-agency groups, especially in countries where UNDCP has activities, to ensure that drug abuse control needs are assigned the necessary priority and addressed in a coordinated manner, particularly in the preparation of country strategy notes.

"The ACC Subcommittee on Drug Control should act to review, strengthen and render operational the United Nations System-Wide Action Plan on Drug Abuse Control through the elaboration of specific multi-agency sectoral and/or subsectoral plans of action for drug abuse control at global, regional and subregional levels. Each of these joint plans of action should bring together those agencies whose own work touches on the particular issues concerned.

"At the same time, the plans of action should form the basis for the coordinated or joint fund-raising efforts that will be required to implement the plans.

"Taken together, the plans of action should constitute a truly multisectoral and system-wide approach to the drug abuse problem, as requested by Member States, and should permit the system to do its part in implementing the Global Programme of Action adopted by the General Assembly on 23 February 1990, at its seventeenth special session."

5. By designating its own Subcommittee on Drug Control to be responsible for the preparation of a revitalized System-Wide Action Plan, ACC empowered the United Nations system as a whole to undertake planning in a joint, consolidated manner.

B. Subcommittee on Drug Control of the Administrative Committee on Coordination

6. The ACC Subcommittee on Drug Control held its third session at Geneva from 31 July to 2 August 1995. The session was attended by representatives of 15 United Nations entities. The terms of reference of the Subcommittee, prepared in line with the requirements of the revised ACC machinery, were subsequently approved by ACC at its second regular session of 1995.

7. In order to spearhead discussions on active means of cooperation between the agencies in the fight against drug abuse, the Subcommittee decided to consider together the agenda items on the strategic orientation of the System-Wide Action Plan, the conclusions and decisions of ACC and the Commission on Narcotic Drugs, and the status of progress in the development and implementation of umbrella projects and frameworks for inter-organizational cooperation in drug abuse and control. The Subcommittee welcomed the decisions of ACC and the Commission to develop a strategy for the revitalization of the System-Wide Action Plan. The main focus of the meeting was the identification of the initial plans of action to be prepared according to the ACC recommendations and the determination of the methodology to be used in preparing them. An initial set of 12 plans were chosen, on the basis of criteria described in section II below. Multi-agency task forces, each with a task force manager, were identified and charged with the preparation of the first plans of action by 1996. This process is described in section II below, while the results will be made available to the Commission in a conference room paper (E/CN.7/1996/CRP.1).

C. Follow-up to major international conferences

8. One major recent development in the nature of coordination efforts in the United Nations system has resulted from the recognition that the international community has been receiving increasing mandates from

global conferences such as the United Nations Conference on Environment and Development, held at Rio de Janeiro, Brazil, from 3 to 14 June 1992, the International Conference on Population and Development, held at Cairo from 3 to 13 September 1994, the World Summit for Social Development, held at Copenhagen from 6 to 12 March 1995, and the Fourth World Conference on Women: Action for Equality, Development and Peace, held at Beijing from 4 to 15 September 1995. Such mandates come in addition to existing and new mandates emanating from the General Assembly, the Economic and Social Council and the governing bodies of individual United Nations entities at a time of declining available resources for a great part of the United Nations system. It is of absolute necessity, therefore, that the system as a whole should act in harmony to meet those challenges.

9. The greater role of conferences that focus on select issues reflects in part an acknowledgement of the changing nature of world economic structures and relations, as well as the ever-increasing consolidation of the response of the international community to global problems. In this context, drug abuse is recognized as a growing challenge worldwide, with numerous linkages to high-priority social and economic development issues. For this reason, it is incumbent upon the United Nations International Drug Control Programme (UNDCP) to take an interest in and act in concert with measures directed at achieving the goals of agencies active in the alleviation of poverty and social problems in order to reduce future proliferation of drug abuse. Particular importance is being attached to the results achieved and to the use of cost-effective methods. A number of new system-wide joint initiatives and coordination mechanisms have emerged, covering such areas as the eradication of poverty; African economic recovery and development; and sustainable development. It is essential for UNDCP, as it is for the whole system, while not spreading itself too thin, to support those initiatives.

10. Recent deliberations of ACC have underscored this tendency. At its second regular session of 1995, ACC adopted an initiative addressing the support of the United Nations system for the implementation of and follow-up to the recommendations of recent conferences in countries receiving United Nations development assistance. The purpose of the initiative is to galvanize the United Nations system around priority goals and objectives emerging from recent conferences and to rationalize and strengthen the system's follow-up mechanisms for the delivery of coordinated assistance at the country and regional levels.

11. As part of the initiative, the already existing inter-agency task force for the International Conference on Population and Development, under the chairmanship of the United Nations Population Fund (UNFPA) is being expanded as an inter-agency task force on basic social services for all. Two new inter-agency task forces have also been created within the ACC machinery: the first will address full employment and sustainable livelihoods for all, under the initial leadership of the International Labour Organization (ILO); the second, under the initial leadership of the World Bank, will focus on the enabling environment for people-centred sustainable development. A new inter-agency committee, on the advancement of women, is also envisaged. UNDCP will participate in the inter-agency task force on the enabling environment, the mandate of which covers such areas as macro-policy frameworks; capacity-building for governance; judicial, legal and regulatory frameworks; and social integration. It will also participate in the inter-agency task force on basic social services, which will deal with issues related to reduction of illicit drug demand.

D. Coordination of drug control activities in the field

12. Among agencies within the United Nations system, particular emphasis is being laid on coordination in the field. Guidelines on the role and functioning of the resident coordinator system, which are constantly under review, were approved by ACC at its first session in 1995. UNDCP supports the system and has provided further recommendations to strengthen it. Under the working arrangement with UNDP, the resident representatives are automatically UNDCP representatives.

13. Following the first session of ACC in 1995, in order to enhance and spearhead joint activities in the field, the Administrator of the United Nations Development Programme (UNDP) wrote to all resident

coordinators and resident representatives encouraging them to establish inter-agency thematic groups aimed at identifying areas of collaboration in the field of drug abuse control and at coordinating the relevant work of the various agencies concerned. The Executive Director of UNFPA also wrote to all her country directors requesting them to investigate the possibility of introducing a drug abuse control aspect into ongoing and planned projects, and several other executive directors brought the matter to the attention of their governing bodies. The Executive Director of UNDCP has encouraged resident coordinators and resident representatives, as well as the directors of UNDCP regional and country offices, to pursue closely all channels to enhance an integrated approach to problems touching on the mandates of several agencies, thus consolidating scarce resources in an effective manner by eliminating overlap and proliferation of parallel interventions.

14. As an immediate target, UNDCP has concentrated on instituting inter-agency thematic groups in countries where UNDCP regional and country directors are based. UNDCP directors have been encouraged to develop a formula adapted to fit the situation in each country. In some countries a full-fledged inter-agency group has been established, while in others a subgroup of existing coordination mechanisms has been created. UNDCP directors have, at the same time, pursued direct relations with other agencies present in the countries they cover. This has led to a noticeable increase in the number of integrated or joint activities, some of which are described in section II below.

II. OPERATIONAL COORDINATION

A. United Nations System-Wide Action Plan on Drug Abuse Control

15. Conventions and resolutions and decisions of the General Assembly and of governing bodies, including the Commission on Narcotic Drugs, provide the United Nations system with a wide and relatively complete range of mandates in international drug control. As a result of ACC deliberations and of meetings between the Executive Director of UNDCP and other executive heads, there is a clear commitment at the highest level of management. The improved model of the System-Wide Action Plan that is being prepared is intended to convert the mandates and commitment into day-to-day action. Equally important, the System-Wide Action Plan is the tool used to bring together the decentralized action of the United Nations system to form a coherent whole.

16. On the recommendation of ACC, its Subcommittee on Drug Control initiated the process of redesigning the System-Wide Action Plan from the ground up, based on subsectoral plans of action to be compiled by short-term multi-agency task forces. This new approach, which is receiving enthusiastic support, is designed to produce the System-Wide Action Plan as a document that will continuously be evolving in order to be able to adjust to changes in priorities and to develop new approaches and partnerships. As each plan of action is approved by the Subcommittee it will automatically become part of the System-Wide Action Plan. The plans of action will initially include activities that individual agencies have planned for a period of 3-5 years. The process will be open-ended and ongoing, with individual plans of action being updated or replaced as required. This incremental approach will ultimately cover the entire drug control subject-matter. By structuring the material around an agreed conceptual framework, the process will permit the identification of undesirable overlap and of areas where multi-agency approaches are called for.

17. The selection of themes for individual plans of action is the responsibility of the Subcommittee. At its third annual session, the Subcommittee established an initial set of 12 themes, of which 5-8 would be prepared in a first round, to be completed prior to the convening of the thirty-ninth session of the Commission on Narcotic Drugs. Criteria for the selection included feasibility (themes lending themselves well to multi-agency approaches); existing cooperation (themes for which existing inter-agency cooperation could serve as a base on which to build); workload and cost implications (themes that could be developed into plans of action without placing an excessive burden on staff time and financial resources); and timing (themes that could be converted rather quickly into plans of action so as to permit the launching of the new

System-Wide Action Plan as early as possible). In the longer term, the plans of action will also address themes that are more problematic or for which major new initiatives will be required.

18. Multi-agency task forces, each with a task force manager, were identified by the Subcommittee for the preparation of the initial plans of action. By mid-January 1996, five such plans of action had been drafted. In the light of a decision by the Subcommittee to avoid supplementary expenses, that was achieved by the individual task forces relying entirely on electronic communication, without holding any meetings. The five plans of action have become the first components of the new System-Wide Action Plan document and the beginning of the incremental process that will lead, in time, to a comprehensive document. (For the text of the new System-Wide Action Plan, which is to be submitted to the General Assembly at its fifty-first session, see document E/CN.7/1996/CRP.1.) The remaining plans of action identified by the Subcommittee will be prepared during 1996 and will be incorporated into the System-Wide Action Plan. Additional themes will be identified by the Subcommittee during 1996. The Subcommittee will review the progress made to date at its fourth session, which is to be held at Vienna in September 1996.

B. Overview of United Nations drug control activities

1. Agency-by-agency breakdown of drug control activities

19. The present document is not an attempt to provide detailed information on cooperation between UNDCP and other United Nations entities, nor is it an attempt to provide a complete catalogue of activities related to drug control in the United Nations system. It is rather an effort to reflect the considerable range of drug control work within the system, including both activities undertaken by agencies on their own and activities with which UNDCP is associated.

20. The involvement of UNDCP varies. In some cases it is involved as funding agency. In others a drug control element is introduced into activities of other agencies or other agencies take on aspects of drug control activities that are directly related to their own fields of specialization. In yet other cases, agencies contribute expertise in their own areas of specialization to activities predominantly related to drug control.

21. There are also various levels of hierarchical collaboration, ranging from formalized agreements such as memoranda of understanding between the executive heads of organizations to informal working-level exchanges of information, usually in the field.

22. Many of the activities are described in detail elsewhere in documentation provided to the Commission and are thus referred to only briefly in the present document. An effort has been made to identify activities that are indicative of the many different forms of cooperation that are elements of a coordinated system-wide approach. For this reason, some activities have been included that are still at the discussion or planning stage.

23. The revised approach to the System-Wide Action Plan, described above, will in time provide a useful framework for the necessary overview of the drug control work in the United Nations system.

Economic and Social Commission for Asia and the Pacific

24. The Economic and Social Commission for Asia and the Pacific is involved in a number of activities for reducing illicit drug demand. It is executing a UNDCP project in reduction in the demand for and consumption of narcotics and prevention of human immunodeficiency virus (HIV) infection in border areas of Myanmar and Thailand. It has undertaken several independent initiatives, including the publication of a fact sheet on drug demand reduction and prevention of HIV and acquired immunodeficiency

syndrome (AIDS) for Asia and the Pacific and a report on five demonstration projects on community-based drug demand reduction.

Crime Prevention and Criminal Justice Division of the Secretariat

25. In response to a number of directives from both the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, UNDCP and the Crime Prevention and Criminal Justice Division of the Secretariat, which have cooperated on several projects, notably in Belarus and Ukraine, will participate in a seminar in Kyrgyzstan in May 1996 on drug trafficking and criminal matters in central Asia. A regional project in Europe on coordination of drug control and criminal justice was undertaken in 1995 by UNDCP in collaboration with both the Division and the United Nations Interregional Crime and Justice Research Institute. The Crime Prevention and Criminal Justice Division also provides substantive support to a joint project involving UNDCP, the Latin American Institute for the Prevention of Crime and the Treatment of Offenders and the Inter-American Drug Abuse Control Commission (CICAD), based in Costa Rica, for the harmonization of drug control legislation in all Central American countries. A fact-finding mission on organized crime in Pakistan was undertaken jointly by UNDCP and the Division in 1995. The report of this mission is being submitted to the Government of Pakistan and a joint meeting is anticipated in April 1996 to initiate implementation of the recommendations. Discussions are taking place between UNDCP and the Crime Prevention and Criminal Justice Division on assistance to the former Yugoslav Republic of Macedonia and a joint global project on action against money-laundering is being submitted for approval.

Office of the United Nations High Commissioner for Refugees

26. Drug abuse problems associated with refugees are becoming more apparent, and the need for measures to counter such problems has led to increased collaboration between UNDCP and the Office of the United Nations High Commissioner for Refugees (UNHCR). UNDCP has provided input on a manual on the mental health of refugees. The inclusion of a treatment and rehabilitation component within a repatriation programme for people returning to the Lao People's Democratic Republic from Thai camps is planned, and a survey of drug abuse among returnees is being discussed by UNDCP and UNHCR. Also planned is drug abuse input for a returnee programme in Liberia.

United Nations Children's Fund

27. The activities of the United Nations Children's Fund (UNICEF) in targeting children and development issues make it an essential partner for UNDCP and cooperation is steadily increasing, primarily at the operational level in the field.

28. UNICEF is executing a jointly funded UNDCP project on the development and implementation of a night-school curriculum for working children and street children in Bolivia. UNICEF participates in the substantive monitoring of a UNDCP project in Ecuador aimed at training educators of street children. A drug component is being included in a project on the non-formal education of nomadic children and slum dwellers in Kenya. UNICEF has offered to include a drug element in a pro-social marketing campaign (multi-media soap opera) in South Africa. Discussions are under way for UNDCP to introduce a drug component in a UNICEF project on children in prison in Bolivia, as well as in a project on street children and working children in Senegal. UNICEF helped to design the UNDCP newsletter *Focus on Drugs* for the Caribbean subregion, while UNDCP is providing advice to UNICEF on a project on street children in Brazil. Based on contact with the UNICEF International Child Development Centre at Florence, Italy, possibilities are being explored for collaboration on a research project in central and eastern Europe. Elements on substance abuse and demand reduction have been included in the 1995 health strategy for UNICEF project.

29. UNICEF participated in the task forces for the plans of action on drug abuse prevention in the school environment and on children and youth in especially difficult circumstances.

United Nations Development Programme

30. The whole operation of UNDCP field activities is inexorably linked to cooperation with UNDP through the working arrangement between the two entities that was signed in 1993. According to the arrangement, the UNDP Resident Representative is automatically the Representative of UNDCP in the country in question. A great deal of coordination activity has been undertaken by the resident representatives, who are for the most part also the resident coordinators of the United Nations system, to implement the recommendations of ACC. In many field duty stations, theme groups have been established and drug abuse control has been placed firmly on the agenda of the international community. Especially in duty stations where UNDCP does not have an office, the role of the Resident Representative is crucial in advocacy, trouble-shooting and coordination.

31. UNDP is financing a demand reduction project in south-east Asia, master-plan preparation in Zambia and an institution-building project in Malawi. Preventive measures against both drug trafficking and illicit cultivation are included in a proposed joint poverty alleviation project in Kyrgyzstan. UNDP is contributing to one of the UNDCP alternative development projects in the Lao People's Democratic Republic.

United Nations Population Fund

32. UNFPA has shown itself at all levels to be open to the inclusion of a drug abuse prevention component in ongoing projects. This is taking place in two projects in Kenya, one with scouts and guides and the other on community health in slums, in which training is given on ways to deliver a drug abuse prevention message. Similar possibilities are being discussed in the areas of primary education and with out-of-school youth in Côte d'Ivoire and Senegal and, together with ILO, in a family planning programme in enterprises in Senegal. UNFPA has inserted a family planning component in several UNDCP alternative development projects in Peru. UNFPA is currently considering how it can benefit from and contribute to an alternative development project in Viet Nam. It is also contributing financially to the preparation of a drug control master plan in Zambia.

Joint United Nations Programme HIV/AIDS

33. Official contact has been made with the Joint United Nations Programme on HIV/AIDS, which comprises UNICEF, UNDP, UNFPA, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO) and the World Bank. Modalities of cooperation between the Joint United Nations Programme on HIV/AIDS and UNDCP are to be formalized in the near future.

International Labour Organization

34. ILO is another long-standing partner of UNDCP in matters dealing with the prevention and treatment of substance abuse in the workplace. There are currently several joint projects, funded by UNDCP and implemented by ILO, that deal with such matters: the development, together with the WHO Programme on Substance Abuse, of model programmes of drug and alcohol abuse prevention among workers and their families; the development, together with the International Maritime Organization, of measures to reduce drug and alcohol problems in the maritime industry; mobilizing enterprises and workers to prevent substance abuse in central and eastern Europe; and training in the non-governmental sector in Asia. ILO has executed a project in Zimbabwe to set up a national resource centre on problems related to drug and alcohol and discussions are under way regarding possibilities to replicate this initiative in Mozambique, South Africa and Swaziland. ILO is participating in the UNDCP drug demand reduction programme in Pakistan, is executing a demand reduction project for non-governmental organizations in India and is providing expertise for UNDCP projects in Jamaica and Mexico. ILO co-sponsored a major programme, funded by the private

sector, on drug abuse prevention in the workplace in southern Brazil, involving the major employers' federation as the executing agency.

35. ILO has also undertaken a number of related initiatives on its own, including the publication of the *Code of Practice on the Management of Alcohol- and Drug-related Issues in the Workplace* and a manual on drug-related issues for ILO multidisciplinary teams and field offices. Both initiatives are excellent examples of efforts by United Nations entities to integrate drug control issues into their own work programmes.

36. The ILO Turin Training Centre offers an opportunity for heightened and streamlined cooperation at field duty stations through its series of workshops on the management of field coordination for senior United Nations system representatives. UNDCP regularly sends selected field officers to those workshops.

37. Cooperation between ILO and UNDCP is taking place within the framework of a memorandum of understanding signed in August 1994.

38. ILO has been task force manager for the plan of action on drug abuse prevention in the workplace and has actively participated in the preparation of the plan of action on children and youth in especially difficult circumstances and the plan of action on drug abuse prevention in the school environment.

Food and Agriculture Organization of the United Nations

39. Collaboration with the Food and Agriculture Organization of the United Nations (FAO) is primarily in the area of alternative development, including illicit crop identification through remote sensing, research and agriculture programmes. Specific collaborative activities include the monitoring of illicit cultivation in the Beqa'a valley in Lebanon, and the identification of agro-forestry cash crops to replace coca bush in parts of the Chapare area in Bolivia. Further to a proposal from UNDCP, FAO has indicated its readiness to assume a leading role in the finalization and execution of a preparatory assistance project for the identification and programming of actions to rehabilitate areas affected by poppy cultivation in Colombia.

40. FAO involvement in demand reduction activities is increasing. Discussions have taken place regarding the inclusion of a drug component in the training of agricultural extension workers in eastern Africa and in rural education in Central America.

41. FAO has participated in the task force for the plan of action on women and drug abuse.

42. A memorandum of understanding between UNDCP and FAO was signed in 1993.

United Nations Educational, Scientific and Cultural Organization

43. UNESCO, with its mandate in education and curriculum development, is another traditional partner of UNDCP. In resolution 0.12, paragraph 22, adopted by the General Conference of UNESCO at its twenty-eighth session in 1995, the General Conference reaffirmed the need to develop a "united thrust" of multilateral cooperation for development and, at the highest decision-making levels in the United Nations system, to frame coordinated policies and strategies, and to establish frameworks for joint action at regional and national levels, based on regard for the responsibilities of the various institutions concerned. In addition, in its resolution 1.1, the General Conference invited the Director-General of UNESCO to give a strong impetus to preventive education against drug abuse and AIDS.¹

44. At the field level, UNESCO has requested UNDCP to provide input for information leaflets for schools in the Caribbean. Discussions are under way regarding the insertion of a drug component in projects for youth at risk in Ecuador, Guyana and Venezuela, and a project on training for journalists in Kyrgyzstan.

UNESCO also provides training for teachers in non-formal education within the framework of alternative development projects in the Lao People's Democratic Republic.

45. Jointly with the European Commission, UNESCO publishes *Peddro*, a quarterly information networking publication on the prevention of drug abuse through education. The September 1995 issue dealt with the World Forum on the Role of NGOs in Drug Demand Reduction, held, with UNDCP support, at Bangkok from 12 to 16 December 1994.

46. UNESCO was the task force manager for the plan of action on drug abuse prevention in the school environment and contributed to the plan of action on children and youth in especially difficult circumstances and the plan of action on women and drug abuse.

47. A memorandum of understanding was signed by the executive heads of UNESCO and UNDCP in 1994.

World Health Organization

48. WHO is a long-standing partner of UNDCP, as its mandate coincides with that of UNDCP in the broad area of demand reduction; furthermore, WHO is the only other United Nations entity specifically given a role under the international drug control treaties. WHO regards drug control as an important part of its Programme on Substance Abuse, which includes elements on alcohol, tobacco and volatile solvents, as well as narcotic drugs and psychotropic substances. The information and expertise available in WHO constitute a vital part of the response of the United Nations system to drug abuse and provide a substantial foundation for cooperation, both at headquarters and in the field. UNDCP and WHO are currently formalizing terms for future strengthened cooperation.

49. Joint activities involving WHO currently include a project to set up referral systems for children at high risk in Bolivia; improvement of domestic control of licit drugs and psychotropic substances in eastern Europe, the Baltic States and the Commonwealth of Independent States; and a rapid assessment study of the extent of drug abuse in central Africa. A joint project with UNHCR on substance abuse among Vietnamese refugees in Hong Kong has recently been completed. WHO provides technical assistance on AIDS prevention to UNDCP in Brazil and has agreed to add a drug component to a subregional project on family and youth in the English-speaking Caribbean countries. Negotiations are currently under way regarding possible collaboration in a large primary-prevention initiative to be carried out in southern Africa, south-east Asia and central and eastern Europe. WHO is also collaborating in the preparation of an article on health and cannabis for the UNDCP world drug report.

50. WHO has acted as task force manager for the plan of action on children and youth in especially difficult circumstances and as co-manager for the plan of action on the assessment of drug abuse. It has actively participated in the preparation of the plan of action on drug abuse prevention in the workplace, the plan of action on drug abuse prevention in the school environment and the plan of action on women and drug abuse.

World Bank

51. Drug control activities of the World Bank are presented in section III below.

Universal Postal Union

52. A Memorandum of Understanding was signed by the executive heads of UNDCP and the Universal Postal Union in October 1995, outlining the framework for cooperation in matters related to stopping the illicit traffic in drugs through the mails.

United Nations Industrial Development Organization

53. The United Nations Industrial Development Organization (UNIDO) has provided technical support to several UNDCP projects. Cooperation between UNDCP and UNIDO has led to the upgrading of several agro-industries in the context of alternative development in the Chapare area in Bolivia.

Other United Nations entities

54. A number of other United Nations entities are also working in cooperation with UNDCP in their specific areas of competence. These include the Economic Commission for Africa, the United Nations Centre for Human Settlements (Habitat), the United Nations Interregional Crime and Research Institute, the World Food Programme (WFP), the United Nations Development Fund for Women, the International Telecommunication Union and the International Fund for Agricultural Development (IFAD).

2. Multi-agency activities in drug control

55. An increasing number of operational activities involve several agencies. Among those initiatives are the following:

(a) UNDCP, UNDP, United Nations Volunteers and FAO collaborated in the first phase of the Baalbeck-Hermel integrated rural development programme targeting the reduction of illicit drug supply through a multisectoral approach. UNFPA, WHO and IFAD have expressed interest in joining the second phase of the project;

(b) UNDCP activities in the prevention of drug abuse and its harmful consequences among high-risk groups are part of a programme of external assistance on HIV/AIDS prevention developed jointly by the Government of Viet Nam, the Joint United Nations Programme on HIV/AIDS and non-governmental organizations;

(c) UNDCP has incorporated a drug abuse prevention element into an existing women's health research project (a joint project of UNDP, the World Bank and the WHO Special Programme for Research and Training in Tropical Diseases), which will culminate in the publication of a healthy women's counselling guide and a health workers' guide;

(d) UNDCP, together with UNICEF and WHO, has participated in an inter-agency initiative in India on reducing risk behaviour related to HIV/AIDS, other sexually transmitted infections and drug abuse among street children;

(e) UNDCP is considering developing a project in India on the establishment of network and training programmes for non-governmental organizations and institutions working with intravenous drug users. It is envisaged that the project will become part of the programme of the Joint United Nations Programme on HIV/AIDS in India;

(f) UNICEF and UNESCO have agreed to monitor an integral drug prevention programme in primary education and teachers' training in drug abuse prevention in Peru, subject to the identification by UNDCP of funding for drug-related activities;

(g) The United Nations University and the United Nations Research Institute for Social Development jointly published *Unintended Consequences: Illegal Drugs and Drug Policies in Nine Countries*, a synthesis of findings from a research project on the socio-economic and political impact of the production of, trade in and use of illicit narcotic drugs. UNDCP funded the mid-term meeting of the researchers during the data collection phase;

(h) UNDCP, UNHCR and UNDP participate in the multilateral task force to support democracy, governance and participation in central and eastern Europe and in the Commonwealth of Independent States;

(i) UNDCP, UNHCR and the WHO Programme on Substance Abuse collaborate in a project on substance abuse among Vietnamese refugees in Hong Kong;

(j) UNDCP, together with UNHCR and ILO, is planning a drug component to be included in a joint project in Guinea involving refugees from Liberia and Sierra Leone;

(k) UNDCP is collaborating with WFP and FAO in the field of reduction of illicit drug supply in Afghanistan.

III. INTERNATIONAL FINANCIAL INSTITUTIONS

56. UNDCP attaches priority to the strengthening of its links with the international financial institutions. In full recognition of the complexities involved, a step-by-step process is being followed, with considerable effort being devoted in the initial period to discussing the nature of the linkages between drug control and economic development issues and encouraging the financial institutions to recognize and help address those linkages.

57. At the general level, UNDCP has provided input to the work of a United Nations working group on strengthening cooperation with the Bretton Woods institutions, which has been established under the chairmanship of UNDP, with the Department for Economic and Social Information and Policy Analysis of the Secretariat, the United Nations Conference on Trade and Development, UNICEF and UNFPA as members.

A. World Bank

58. Contacts with the World Bank at the senior and working levels have been intensified and streamlined. The World Bank has created a focal point on drug-related matters and has invited UNDCP to contribute to its next issue of the *World Development Report*. The World Bank has formally confirmed its interest in working with UNDCP on supply-related issues and is preparing an internal concept paper to articulate its position on the matter, with specific reference to Latin America.

59. A research initiative under way in Latin America has involved UNDP and the World Bank in a study of the economic impact on the Andean countries of illicit cultivation, production, trafficking and abuse. In Brazil, the Ministry of Health and UNDCP have incorporated a demand reduction component into a major HIV/AIDS prevention programme funded in part by a World Bank loan. A similar approach is being followed in India, where the World Bank funds a large AIDS prevention programme. In the Lao People's Democratic Republic, UNDCP is planning to assist in an assessment survey on HIV and drug abuse as part of a World Bank primary health-care project. Drug control elements can also be introduced in World Bank projects in the area of poverty alleviation, and possible initiatives in that respect are being examined in Haiti, Jamaica and Senegal.

60. At the institutional level, UNDCP is invited to participate in consultative group meetings led by the World Bank on countries of particular interest. The World Bank participates regularly in meetings of the ACC Subcommittee on Drug Control and has indicated its interest in participating in three plans of action of the System-Wide Action Plan that are expected to be launched during 1996.

B. Asian Development Bank

61. A UNDCP mission visited the headquarters of the Asian Development Bank during 1995 for initial discussions on ways to develop cooperation in drug control matters. In a subsequent exchange of correspondence, ways to increase information exchange and coordination have been identified.

C. Inter-American Development Bank

62. In the first case of direct cooperation with Inter-American Development Bank (IDB) activities, the Government of Bolivia and UNDCP worked together to insert a curriculum development project stressing drug abuse prevention into an IDB-financed programme for national education reform.

63. Negotiations are under way between the Government of Colombia and IDB for a major loan to finance alternative development activities. If the outcome is successful, it will represent the first time that a Government has used an IDB loan for activities directly related to drug control.

IV. CONCLUSION

64. A wide variety of collaborative efforts to deal with drug abuse are under way, and they are expected to increase with the implementation of the recommendations made by ACC at its first regular session of 1995. Those activities will eventually be brought together within the framework of the System-Wide Action Plan, which will facilitate greater coordination in planning (thereby minimizing duplication) and in addressing neglected areas of concern. The movement towards the pooling of resources in joint ventures is expected to increase cost-effectiveness. The increased cooperation within the ACC machinery is also expected to tie international drug control in with the broader subject of sustainable development.

Notes

¹See *Records of the General Conference, Twenty-eighth Session, Paris, 25 October to 16 November 1995; Volume 1: Resolutions* (Paris, United Nations Educational, Scientific and Cultural Organization, 1996).



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**MONITORING OF THE UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG
ABUSE CONTROL AND OTHER COORDINATION MATTERS**

Report of the Executive Director

Summary

The present report has been prepared pursuant to Commission on Narcotic Drugs resolution 9 (XXXVIII) of 23 March 1995 concerning operational measures to ensure and strengthen cooperation between the United Nations International Drug Control Programme (UNDCP) and the Crime Prevention and Criminal Justice Division of the Secretariat. In that resolution, the Commission requested UNDCP to coordinate with the Division in reporting annually to the Commission on Narcotic Drugs, and to assist the Division in reporting to the Commission on Crime Prevention and Criminal Justice on progress achieved in the strengthening of coordination. A report on the subject by the Executive Director was submitted to the Commission on Narcotic Drugs at its thirty-eighth session. The present report contains a brief review of activities jointly undertaken by UNDCP and the Division during the reporting period, including participation in events organized by the two entities, technical cooperation, and reporting and coordination in areas of common concern. A number of initiatives and projects which are currently being planned or finalized are also noted.

*E/CN.7/1996/1.

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INTRODUCTION

1. The Commission on Narcotic Drugs, at its thirty-eighth session, adopted resolution 9 (XXXVIII) of 23 March 1995 concerning operational measures to ensure and strengthen cooperation between the United Nations International Drug Control Programme (UNDCP) and the Crime Prevention and Criminal Justice Division (formerly Branch) of the Secretariat. The Commission requested UNDCP to coordinate with the Division in reporting annually to the Commission on Narcotic Drugs, and to assist the Division in reporting to the Commission on Crime Prevention and Criminal Justice on progress achieved in the strengthening of coordination.

2. With regard to cooperation in undertaking joint technical assistance activities, the Commission, in the same resolution, requested UNDCP and the Division to seek to use the expertise of all competent organizations and entities, for the purpose of ensuring maximum effectiveness in the utilization of resources, in the elaboration of international instruments and in assisting States in needs assessment. UNDCP and the Division were also requested to jointly provide to requesting States technical assistance in the training of judicial and investigative personnel, and in the elaboration of legislation and treaties of mutual assistance in criminal matters and of extradition.

3. Concerning cooperation in activities directed against organized crime, particularly crime related to illicit trafficking in narcotic drugs and psychotropic substances, the Commission requested Member States to implement the Naples Political Declaration and Global Action Plan against Organized Transnational Crime,¹ adopted by the World Ministerial Conference on Organized Transnational Crime held at Naples, Italy, from 21 to 23 November 1994, and subsequently approved by the General Assembly in its resolution 49/159 of 23 December 1994. UNDCP and the Division were requested to jointly provide to requesting States assistance in the prevention and control of money-laundering and the illicit transfer of assets, on the basis of the recommendations contained in the Naples Political Declaration and Global Plan of Action, as well as in other relevant United Nations resolutions, particularly in the following areas: (a) the introduction into national legislation of penal and administrative measures designed to identify and effectively control the laundering of all proceeds from drug-related crime; and (b) the adoption of legislative measures for the confiscation or seizure of illicit proceeds, preventive measures designed to promote ethical standards in public administration, the business sector, financial institutions and relevant professions, as well as measures to foster cooperation between the authorities in charge of regulating the financial and economic sectors and those applying penal laws.

4. In addition, the General Assembly, in its resolution 50/146 of 21 December 1995 on strengthening the crime prevention and criminal justice programme, particularly its technical cooperation capacity, requested the Secretariat to continue to strengthen cooperation between the UNDCP and the Division.

I. JOINT ACTIVITIES

5. Close cooperation and coordination between UNDCP and the Division continued during the reporting period. Information was regularly exchanged in areas of common concern. New initiatives were jointly planned for assistance to Angola, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, The former Yugoslav Republic of Macedonia, Turkmenistan and Uzbekistan. UNDCP funded a joint mission to Pakistan in March/April 1995. The field offices of UNDCP offered general assistance to advisory missions undertaken by the Interregional Advisers for Crime Prevention and Criminal Justice.
6. UNDCP was represented at the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Cairo from 29 April to 8 May 1995, where it provided assistance with the documentation and organization of the workshop on extradition and international cooperation: exchange of national experience and implementation of relevant principles in national legislation. It was also represented at the fourth session of the Commission on Crime Prevention and Criminal Justice.
7. The Division, moreover, was represented at the thirty-eighth session of the Commission on Narcotic Drugs, held in March 1995, as well as at its resumed thirty-eighth session, held in December 1995.
8. UNDCP was represented at the Regional Ministerial Workshop on Organized Transnational Crime, held under the auspices of the Government of Argentina and the Division at Buenos Aires from 27 to 30 November 1995. The Workshop reviewed relevant activities undertaken as a follow-up to the Naples Political Declaration and Global Action Plan. As a contribution to the Workshop, UNDCP provided information based on its experience with the implementation of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988² in such areas as money-laundering, mutual legal assistance, extradition and confiscation.
9. UNDCP and the Division are currently jointly finalizing a project proposal for a global project on money-laundering, aimed at the development of the basic legal and institutional framework for an efficient response to transnational organized crime. The proposal takes into account and complements the activities of the Financial Action Task Force established by the seven major industrialized countries (Group of Seven) and the President of the Commission of the European Communities, as well as those of the International Criminal Police Organization, the World Customs Organization and other organizations actively involved in combating money-laundering.
10. As part of the project on institution-building and improvement of control measures in Ukraine, developed by UNDCP, the Division followed up its commitment to assist in the implementation of the project by providing the services of a consultant for two periods of two weeks each, to advise on the policy coordination activities of all agencies of the criminal justice system and their roles in a democratic society. A further objective was to assist the drug law authorities in their effort to establish a coordination mechanism within the criminal justice system and to advise on solutions. The Division further assisted in the implementation of the project on institution-building and improvement of control measures in Belarus, developed by UNDCP, by organizing two consecutive training courses on the role of the police in the criminal justice system for high-ranking police officers of the Belarus police.
11. UNDCP and the Division, in cooperation with the Organization for Security and Cooperation in Europe, are also jointly planning the organization of a ministerial meeting on organized crime for the central Asian States of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, to be held in 1996. The first preparatory meeting was held at Vienna, on 26 January 1996.
12. In addition, the Division participated in the expert meeting on establishing policies and priorities in drug control in the context of the criminal justice system, organized by UNDCP and the Council of Europe, and held at Budapest from 7 to 8 September 1995. The meeting was part of a larger project of UNDCP, the main

objective of which was to halt the deterioration in the ability of criminal justice systems to play a central role in drug control. That could be achieved by establishing a coherent policy based on the interrelationship between the drug-control and criminal justice activities of the participating countries.

13. UNDCP and the Division also made a joint submission to the Ad Hoc Committee on the Establishment of an International Criminal Court. They reviewed the draft statute for an international criminal court contained in the report of the International Law Commission on the work of its forty-sixth session, and commented on a number of issues which were of importance to the work of both the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, for example, the prevention and control of transnational organized crime.

14. UNDCP and the Division continued to explore ways of enhancing their cooperation in areas of mutual interest and concern, for example, through the UNDCP legal assistance programme and the interregional advisers of the Division. Areas identified for possible cooperation included the following:

(a) Further elaboration of existing UNDCP model drug legislation by incorporating appropriate United Nations criminal justice standards and norms, such as those concerning the treatment of offenders and police powers. Other model laws, such as anti-corruption legislation and codes of criminal procedure could also be developed. Those activities could be undertaken on an incremental basis, as resources permit;

(b) Joint preparation of training manuals, taking into account the needs of different regions and legal traditions, concerning, for example, criminal justice procedures for the prosecution of offences;

(c) Provision of input into the training components of national projects in their respective areas;

(d) Enhanced exchange of information concerning forthcoming missions.

II. COORDINATION

15. UNDCP and the Division continued to coordinate with other agencies through the Subcommittee on Drug Control of the Administrative Committee on Coordination, and the Division was represented by the United Nations Interregional Crime and Research Institute at the annual meeting of the Subcommittee held from 31 July to 2 August 1995.

16. The Division also provides substantive support to a UNDCP project for the harmonization of drug control legislation in all States of Central America, in cooperation with the Inter-American Drug Abuse Control Commission of the Organization of American States and with the Latin American Institute for the Prevention of Crime and the Treatment of Offenders.

Notes

¹See A/49/748, annex, sect. I.A.

²*Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988, vol. I (United Nations publication, Sales No. E.94.XI.5).*



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ADMINISTRATIVE AND BUDGETARY MATTERS

**Progress report on preparation of final responses to Requests of the Commission
on Narcotic Drugs at its reconvened thirty-eighth session**

Note by the Executive Director

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INTRODUCTION

1. In response to requests by the Commission on Narcotic Drugs at its reconvened thirty-eighth session, the present note by the Executive Director contains a progress report on the preparation of final responses concerning the following matters: the review of the financial functioning of the United Nations International Drug Control Programme (UNDCP) with regard to the need to promulgate separate financial rules; review of the programme support cost arrangement to cover administrative and substantive backstopping costs; and clarification from the Advisory Committee on Administrative and Budgetary Questions on its observation on the budget methodology.

I. FINANCIAL RULES

2. The Commission on Narcotic Drugs, in paragraph 15 of its resolution 15 (XXXVIII) of 13 December 1995, requested the Secretary-General to take note of the recommendations of the Committee, to review, as necessary, the financial functioning of UNDCP with regard to the need to promulgate separate financial rules, and to report on the matter to the Commission at its thirty-ninth session. The recommendations of the Committee are contained in its report on the Fund of UNDCP (E/CN.7/1995/22, para. 34). In considering the issue, the Committee took into account the magnitude of the extrabudgetary resources of UNDCP and the distinctive features of the programme of UNDCP. In the review of current experience, particular attention was to be given to the requirements for an operational reserve.

3. In 1991, the Secretary-General considered the need to promulgate separate financial rules for UNDCP and, where necessary, exceptions to the Financial Regulations of the United Nations (A/C.5/46/23, para. 5). Having reviewed the proposed financial rules of the Fund of UNDCP annexed to document A/C.5/46/23 and considered the comments of the Committee,¹ the Secretary-General concluded, however, that UNDCP, for the time being, should be able to continue to operate within the framework of the Financial Rules of the United Nations. Should experience show that the functioning of UNDCP required separate financial rules, the Secretary-General would be prepared to review the situation.

4. The recommendations of the Committee and the request of the Commission were brought to the attention of the Under-Secretary-General for Administration and Management at the end of 1995. A report on the current experience of the financial functioning of UNDCP was provided to, and discussed with, the financial authorities of the United Nations at Headquarters in February 1996. The need to promulgate separate financial rules for UNDCP are currently being reviewed by the financial authorities. The report of the Secretary-General will be submitted to the Commission through the Committee. The final report on the need to promulgate separate financial rules for UNDCP is expected to be submitted to the Commission at its fortieth session.

II. PROGRAMME SUPPORT COST ARRANGEMENT

5. The Commission, in paragraph 17 of its resolution 15 (XXXVIII), requested the Executive Director to assess the ability of the programme support cost arrangement to cover the administrative and substantive backstopping of technical cooperation projects and to report on it to the Commission at its thirty-ninth session.

6. A programme support cost arrangement for UNDCP was presented in document E/CN.7/1993/15 to the Commission at its reconvened thirty-sixth session. A programme support cost budget for the biennium 1996-1997 was presented to the Commission at its reconvened thirty-eighth session in document E/CN.7/1995/21.

7. Applying the United Nations model, UNDCP retains the following programme support rates: 13 per cent for UNDCP-executed projects; a share of 13 per cent for projects executed by UNDCP together with associated agencies; zero per cent for agency- and government-executed projects. In accordance with United Nations policy and as noted in paragraph 174 of document E/CN.7/1995/21, total programme support income for UNDCP amounts to approximately 3.0 per cent of the total budget for project activities during the biennium 1996-1997. The programme support budget for the biennium 1996-1997 has been elaborated on the basis of income generated through that arrangement, it being understood that the resources available are insufficient to fully cover all administrative and technical costs incurred in the implementation of the projects. In paragraph 2 of the UNDP-sponsored study contained in document ACC/1993/FB/R.7, the actual support cost was calculated to amount to 31.9 per cent of total project expenditure.

8. The current programme support cost arrangements are seen to have two major shortcomings. First, the programme support cost budget does not present the full range of programme support activities. Rather, only those programme support activities are identified which can be sustained by programme support income. Secondly, programme support income is insufficient to fund programme support activities. The Secretariat is preparing a study which addresses both issues. In particular, the full programme support cost requirements at Headquarters and in the field offices are being identified, and alternative options for increasing programme support income are being elaborated. On the basis of the study and in response to paragraph 17 of resolution 15 (XXXVIII), the Executive Director will submit proposals on an improved programme support cost arrangement to the Commission.

9. The proposals for an improved programme support cost arrangement will need to be put forward in accordance with the financial rules applicable to UNDCP, which are currently under review as outlined in section I above. Moreover, the proposals will need to be elaborated in close consultation with the financial authorities of the United Nations. The Executive Director further recommends that the proposals should be submitted through the Committee to the Commission. In order to follow the proposed course of action, a document on the programme support cost arrangement for UNDCP will be submitted to the Commission at its fortieth session.

III. BUDGET METHODOLOGY

10. As noted in paragraph 17 of the report on the reconvened thirty-eighth session of the Commission, the Chairman of the working group established to prepare a draft resolution recommended that the Secretariat should continue to seek clarification from the Committee on its observation on the budget methodology, and should report on the results of those efforts to the Commission at its thirty-ninth session.

11. Commenting on the budget methodology, the Committee stated in paragraph 20 of E/CN.7/1995/22 that the presentation of the budget estimates for the biennium 1996-1997 were misleading and should be discontinued. The methodology used for the recosting of the budget was considered faulty, leading to large overestimates. The Committee also indicated that a less mechanical approach should have been used for arriving at the revised estimates, and expenditure should have been examined more in terms of actual requirements and past performance. It recommended that the budget estimates for the biennium 1996-1997 should be considered on the basis of expenditure estimates, and recalled its previous comments with regard to the revised estimates for the biennium 1994-1995 and the outline for the biennium 1996-1997. In particular, the Committee indicated that in arriving at revised estimates for 1994-1995, "it did not appear that the performance experience had been taken into consideration, thus limiting the use of the document".

12. UNDCP utilizes the budget methodology of the United Nations. The current presentation is considered to enhance transparency and budgetary integration. In view of the critical comments of the Committee, UNDCP sought additional clarification and guidance from the Committee on the issue of budget methodology in late 1995. In addition, the request by the Commission for further clarifications to be submitted for

consideration at its thirty-ninth session was brought to the attention of the Committee. In particular, the Committee was asked to comment on the following issues: recosting methodology; comparison of budget proposals between two bienniums; relationship between recosting of budget estimates and expenditure estimates; comprehensive budget presentation including Headquarters, field operations and project activities; and application of United Nations budget methodology by UNDCP.

13. Consultations were held in January and February 1996 between UNDCP, the Committee and the financial authorities of the United Nations on the current budget methodology used by UNDCP. It appears that the Committee recommends modification of the budget methodology in such a way as to provide for a comparison between the proposed budget estimates of the forthcoming biennium and the expenditure estimates of the current biennium. Other suggestions, however, did not appear to be consistent with the budget methodology applied in the United Nations regular budget. Consultations on specific recommendations are continuing, and are expected to be concluded by mid-1996. The final interpretation of the observations made by the Committee on the budget methodology and the recommendations by the Secretariat will be submitted to the Commission at its fortieth session.

IV. CONCLUSIONS

14. The current progress report highlights the need to cover the various stages required in the formulation process before detailed proposals can be submitted to the Commission, including the involvement of the Committee. If the proposals are made by the Executive Director, detailed consultations are required with the financial authorities of the United Nations. If the proposals are presented by the Secretary-General, UNDCP will assist in the preparation of the requested report, final responsibility for which will lie with the relevant office at Headquarters. Moreover, some of the issues currently being considered are interlinked. For example, it appears advisable to outline a new programme support cost arrangement only if a recommendation has been made on the need for separate financial rules for UNDCP. Whereas the current progress report indicates steps already taken and issues to be highlighted in future work, the final report, including recommendations for change, will be submitted to the Commission at its fortieth session.

Notes

¹*Official Records of the General Assembly, Forty-sixth Session, Supplement No. 7A (A/46/7/Add.1-16), document A/46/7/Add.9.*

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**PROVISIONAL AGENDA FOR THE FORTIETH SESSION OF THE
COMMISSION AND FUTURE WORK**

Note by the Secretariat

Summary

The present document contains the draft provisional agenda and lists the documentation required for the fortieth session of the Commission on Narcotic Drugs and provides an overview of forthcoming meetings of its subsidiary bodies. In section III of the document, the Commission is invited to consider giving new or additional policy directives to the United Nations International Drug Control Programme.

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*E/CN.7/1996/1.

**I. DRAFT PROVISIONAL AGENDA AND DOCUMENTATION FOR THE
FORTIETH SESSION OF THE COMMISSION**

1. In accordance with rule 9 of the rules of procedure of the functional commissions of the Economic and Social Council (E/5975/Rev.1), the Secretariat submits to the Commission on Narcotic Drugs the following draft provisional agenda for its fortieth session, together with an indication of the documents for its consideration in respect of each item:

**Draft provisional agenda and documentation for the fortieth
session of the Commission on Narcotic Drugs**

1. Election of officers.
2. Adoption of the agenda and other organizational matters.

Documentation

Annotated provisional agenda

3. Measures taken by Governments to implement the Global Programme of Action adopted by the General Assembly at its seventeenth special session.

Documentation

Global Programme of Action adopted by the General Assembly at its seventeenth special session: report of the Secretary-General

4. Activities of the United Nations International Drug Control Programme.

Documentation

Activities of the United Nations International Drug Control Programme: report of the Executive Director

5. Reduction of illicit demand for drugs.
[Special topic or topics to be identified by the Commission]

Documentation

World situation with regard to drug abuse: report of the Secretariat
[Special report or reports requested by the Commission]

6. Illicit drug traffic and supply, including reports of subsidiary bodies of the Commission.

Documentation

World situation with regard to illicit drug trafficking: report of the Secretariat

Action taken by subsidiary bodies of the Commission on Narcotic Drugs: report of the Secretariat

7. Implementation of the international drug control treaties:

- (a) Changes in the scope of control of substances;

Documentation

[Report of the Executive Director (as necessary)]

- (b) International Narcotics Control Board;

Documentation

Report of the International Narcotics Control Board for 1996

Report of the International Narcotics Control Board for 1996 on the implementation of article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988

- (c) Other matters arising from the international drug control treaties.

Documentation

[Note by the Secretariat (as necessary)]

8. Monitoring of the United Nations System-Wide Action Plan on Drug Abuse Control and other coordination matters.

Documentation

Coordination of drug control activities within the United Nations system: note by the Secretariat

9. Administrative and budgetary matters.

Documentation

[Note by the Executive Director (as necessary)]

10. Provisional agenda for the forty-first session of the Commission and future work.

Documentation

Note by the Secretariat

11. Other matters.

Documentation

[Note by the Secretariat (as necessary)]

12. Adoption of the report of the Commission on its fortieth session.

II. FUTURE MEETINGS OF SUBSIDIARY BODIES OF THE COMMISSION

2. Tables 1 and 2 below list the meetings of Heads of National Drug Law Enforcement Agencies (HONLEA) and the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East that have been scheduled for the remainder of 1996 and those that have been proposed or tentatively scheduled for 1997, based on offers from potential host Governments.

Table 1. Meetings of subsidiary bodies of the Commission on Narcotic Drugs scheduled for the period from 1 May to 31 December 1996

<i>Meeting</i>	<i>Date</i>	<i>Venue</i>
Ninth Meeting of HONLEA, Africa	16-20 June 1996	Cairo
Eighth Meeting of HONLEA, Latin America and the Caribbean	7-11 October 1996	Caracas
Twenty-first Meeting of HONLEA, Asia and the Pacific	4-8 November 1996	Manila

Table 2. Meetings of subsidiary bodies of the Commission on Narcotic Drugs scheduled for 1997

<i>Meeting</i>	<i>Date</i>	<i>Venue</i>
Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, thirty-second session	To be determined (first quarter)	Baku
Tenth Meeting of HONLEA, Africa	To be determined (second quarter)	Nigeria
Ninth Meeting of HONLEA, Latin America and the Caribbean	To be determined (third or fourth quarter)	Santiago ^a
Twenty-second Meeting of HONLEA, Asia and the Pacific	To be determined (fourth quarter)	Bangkok ^a

^aHeadquarters of the regional commission of the Economic and Social Council, where meetings are held in the absence of an invitation from a Government in the region.

3. In view of the measures taken to implement the decisions taken by the General Assembly on the programme budget of the United Nations for the biennium 1996-1997, it is likely that it will prove necessary to reschedule one or more of the meetings listed in tables 1 and 2.

III. ACTION REQUIRED BY THE COMMISSION

4. The provisional agenda requires the prior approval of the Commission before being submitted to the Council. The Secretariat will inform the Commission of its capacity to produce requested documentation within existing resources. Any request for additional documentation will entail identification of activities to be deferred or cancelled.

5. No specific action is required concerning the venue of meetings of the subsidiary bodies unless there are conflicting offers that have not been resolved.



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IMPLEMENTATION OF THE INTERNATIONAL DRUG CONTROL TREATIES

**Other matters arising under the international
drug control conventions**

Note by the Secretariat on Maritime Cooperation

Summary

The present note, prepared in response to Commission on Narcotic Drugs resolution 8 (XXXVIII) of 23 March 1995, reviews the action taken by the United Nations International Drug Control Programme (UNDCP) to assist States in implementing the recommendations of the Working Group on Maritime Cooperation, which were endorsed by the Commission at its thirty-eighth session. An expert group convened by UNDCP met from 27 to 29 February 1996 to consider and advise on training and other forms of technical cooperation needed to strengthen the capability of Governments to combat illicit drug trafficking by sea. The note contains a summary of the discussions and recommendations of the expert group.

*E/CN.7/1996/1.

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INTRODUCTION

1. The Commission on Narcotic Drugs, in its resolution 8 (XXXVIII) of 23 March 1995, endorsed the recommendations and principles contained in the report of the Working Group on Maritime Cooperation, held at Vienna from 19 to 23 September 1994 and from 20 to 24 February 1995. In the same resolution, the Commission urged Governments to consider carefully the report, including the recommendations contained therein, in implementing the provisions of article 17 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988,¹ and to provide information to the Secretary-General on the implementation of those provisions. To achieve broad-based cooperation against drug trafficking by sea, Governments were invited to encourage commercial carriers and professional groups active in maritime transport to become involved in the fight against illicit drug traffic, on the basis of voluntary cooperation and memoranda of understanding at the national and international levels, as well as through training to increase the awareness of maritime transport personnel with regard to illicit drug trafficking. The international organizations concerned were encouraged to provide the United Nations International Drug Control Programme (UNDCP) with descriptions of their information systems and mechanisms, and UNDCP was invited, within available resources, to disseminate that information for use by States.

2. The Commission requested UNDCP to convene, within available resources, a meeting of experts to develop training and technical assistance programmes in maritime drug law enforcement, pursuant to the recommendations contained in paragraph 9 of the report of the Working Group. In that connection, the Commission encouraged Governments to inform UNDCP of their training and technical assistance requirements in maritime drug law enforcement, and to consider providing voluntary contributions to enable UNDCP to undertake the activities called for in resolution 8 (XXXVIII).

3. In compliance with the requests of the Commission, UNDCP transmitted the text of resolution 8 (XXXVIII) to Governments by means of a note verbale dated 12 July 1995. To facilitate preparation of the meeting of experts, Governments were invited to inform UNDCP of their training and technical assistance requirements in maritime drug law enforcement, of the availability of trainers, and of training facilities that could be used in developing the requested training programme. Twelve Governments provided information to UNDCP.

4. UNDCP began to assist States in implementing the recommendations contained in the report of the Working Group. As requested by the Commission, UNDCP convened an expert group on maritime drug law enforcement at Vienna from 27 to 29 February 1996. The experts were drawn from those States which had replied to the note verbale, and had expressed interest in participating in the meeting. As suggested in paragraph 9 of the report of the Working Group, the expert group considered the development of a training

programme introducing minimum standards and safeguards in the conduct of stopping, boardings and searches at sea, in accordance with the international law of the sea; formation of multinational mobile training teams to carry out such training programmes in States that so request; and development of training materials on techniques and methods for the inspection of vessels and establishment of timetables for their dissemination.

I. TRAINING

5. The expert group noted that a number of countries had carried out comprehensive training programmes in maritime drug law enforcement for both national trainees and for selected persons from other countries on a bilateral basis. There was, however, a need for common, standard, training curricula designed to promote a consistent international approach to maritime law enforcement. Such an approach would involve closer cooperation and greater uniformity in the implementation of measures taken pursuant to article 17 of the 1988 Convention, such as those relating to pre-boarding and boarding procedures, safety concerns, search procedures and the development and application of risk indicators for criminal activities.

6. Different approaches to training were being pursued by Governments. Courses were often structured into levels of varying length and detail, depending on the requirements of the trainees. It was important to select trainees carefully in order to achieve a multiplier effect, in particular by ensuring that trained personnel remain in their post for a minimum period. Preference might also be given to the training of trainers.

7. Training in maritime law enforcement should be expanded. The expert group observed that a small number of personnel from only a few countries were receiving training on a bilateral basis. In the case of bilateral assistance, most agencies tended to bring trainees to study in the country where the agency was established. Increased consideration was being given to sending trainers to train trainees in their own countries, thus making it possible to adapt the courses better to local conditions, and to reduce costs. Training was given in the use of equipment which varied according to requirements, ranging from highly sophisticated electronic surveillance and monitoring equipment to simple yet highly effective tools. The importance of using the equipment best suited to local conditions was emphasized.

8. Procedures for searching varied according to the type of vessel concerned, its cargo and the time and place of the search. In particular, the expert group recommended that a distinction be made between commercial vessels where illicit drugs were part of the cargo, and other vessels, such as pleasure craft or fishing vessels, which had often been refitted for drug trafficking purposes. Operational requirements, particularly the size and nature of the ship, would determine which vessels would be best boarded and searched on the high seas, which in territorial waters, and which in ports. The hazardous nature of boarding and searching, in addition to safety considerations, should be integrated into drug law enforcement training programmes.

9. The importance of targeting enforcement measures through the effective use of intelligence was stressed. In order to make the best use of limited resources, intelligence must be effectively used. Information and intelligence should be shared between competent authorities in other countries, as well as between national agencies with complementary functions in maritime drug law enforcement. The sharing of information between port authorities, the flag State, ports of transit and port of destination was of critical importance. Training in the use and application of risk profiles to maritime traffic based on intelligence and observation was to play an important role in training. Another aspect was how to encourage members of the public and the private sector to provide valuable information concerning suspicious activities which could help law enforcement agencies in targeting their efforts. Several countries had obtained valuable cooperation through memoranda of understanding between law enforcement agencies and port authorities, as well as commercial companies. Such arrangements provided valuable information to the law enforcement agencies in identifying suspicious operations, and in expediting the flow of legitimate cargo with a minimum of delay.

II. TECHNICAL ASSISTANCE

10. Maritime drug law enforcement must be conceived as an essential component of an overall, coherent, national policy for drug law enforcement. The expert group considered that States should review their current drug-control legislation to ensure that the necessary legal authority to implement article 17 of the 1988 Convention, for example the powers to stop, board and search vessels, is provided to the authorities. UNDCP is in a position to assist States, at their request, in amending their legislation or enacting new provisions to implement article 17.

11. A number of States had the capacity to undertake training in maritime drug law enforcement. There was a need for technical assistance in that field. Bilateral assistance was limited in scope and geographical coverage. Some international organizations such as the International Maritime Organization also had considerable expertise which they could make available. UNDCP was invited to act as the leading forum for the coordination of assistance to and from Governments, to serve as a catalyst for States in further developing their cooperation, facilitating communication, and aiding with the establishment of international minimum standards for boarding procedures. It was emphasized that UNDCP would seek to provide assistance to vulnerable States, in concert with other Governments, to improve their capability to interdict illicit traffic by sea. The expert group considered that with limited resources available, UNDCP should not become involved in the provision of assistance in the form of capital-intensive equipment such as vessels.

12. The expert group discussed the proposal of the Working Group regarding the formation of multinational mobile training teams to undertake training programmes in requesting States. Such teams could be conceived as a pool of training experts of different countries, from which UNDCP could draw for technical assistance activities as required. It was considered that the first priority was to assess the training capacities of States and to prepare the UNDCP training guide. That would be followed by a comprehensive evaluation of the mechanisms available to implement assistance programmes, including mobile training teams.

13. The areas which the expert group considered that a training curriculum should cover are listed in the annex, and are brought to the attention of the Commission for information.

14. To initiate preparation of a training guide that would be useful to all Governments, States would be requested to provide UNDCP with copies of their training manuals for maritime drug law enforcement and other related materials. They would also be requested to provide information by means of a questionnaire about their past and current training needs and capabilities. UNDCP was invited to compile a draft training guide with the assistance of consultants experienced in drafting training material on maritime law enforcement, and to convene a group of experts to assist in finalizing the guide. The UNDCP training guide would be made available, on request, in the six official languages of the United Nations, and would be disseminated to the competent authorities. UNDCP would request States to provide their international training schedules for the year, together with an indication of how many trainees from other States they could incorporate into their programmes. UNDCP was invited to publish a reference guide containing a summary of such information for the use of all States.

III. OTHER FORMS OF ASSISTANCE

16. The expert group recommended that UNDCP act as a catalyst for coordinating the efforts of Governments and international organizations in providing assistance in maritime drug law enforcement, particularly in legal matters. That could include the development of model legislation dealing with matters such as the exercise of jurisdiction over stateless vessels on the high seas; providing legal authority for stopping, boarding and searching vessels in accordance with article 17 of the 1988 Convention; and the collection, translation and distribution of relevant legislation, of bilateral and multilateral agreements, and of

national and international memoranda of understanding between States, agencies or other entities such as private companies.

17. UNDCP should consider undertaking missions to requesting States in order to conduct a thorough needs assessment, to properly identify the assistance and training required, particularly in the establishment or upgrading of ship registries, and to enable States to provide timely and reliable information. The use of existing communications networks should also be optimized, for example, by compiling and disseminating information about national and international agencies that support such networks.

Notes

¹*Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988, vol. I (United Nations publication, Sales No. E.94.XI.5).*

Annex

TRAINING CURRICULUM FOR MARITIME DRUG LAW ENFORCEMENT

1. The following themes should be elaborated and included in a training curriculum for maritime drug law enforcement:

- (a) Policy, strategy and law;
- (b) Training for policy managers in the development and implementation of a coherent enforcement strategy;
- (c) Applicable laws and agreements, including the law of the sea, the 1988 Convention and national laws.

2. The procedures and techniques that should form the core of a training curriculum for maritime drug law enforcement could be dealt with under four broad headings: preliminary steps; surveillance; controlled delivery; and boarding and searching vessels. The four parts of the programme would cover the following matters:

- (a) Preliminary steps:
 - (i) Analysis of risk profiles, with reference to available intelligence;
 - (ii) Determining strategy, e.g. surveillance, controlled delivery and rummage;*
 - (iii) Checking for any suspicious behaviour or characteristics of vessel or crew;
 - (iv) Seeking consent of the flag State for boarding and agreement on subsequent procedures should a seizure be made;
- (b) Surveillance:
 - (i) Covert surveillance;
 - (ii) Data collection and analysis, including checking shipping documents if these are available;
 - (iii) Inter-agency and inter-State cooperation;
- (c) Controlled delivery:
 - (i) Surveillance methods;
 - (ii) Inter-agency coordination;
 - (iii) Timing of interception;
 - (iv) Pre-boarding;

*In this context, the term "rummage" means the thorough search of a vessel by customs officers.

- (v) Action taken on the basis of recommendations of the Working Group concerning standard requests for boarding;
 - (vi) Analysis of intelligence from available sources, e.g. any central intelligence authority with jurisdiction, police records, local sources, the private sector;
 - (vii) Communication with the vessel as to the identity of the agency and its intention to board;
 - (viii) Techniques for stopping vessels prior to boarding;
- (d) Boarding and searching vessels:
- (i) Boarding methods;
 - (ii) Safety precautions during and after boarding;
 - (iii) Effective communications, e.g. with master and crew;
 - (iv) Assessment of situation on board;
 - (v) Review of ship's documents, including log and manifests;
 - (vi) Search procedures for different parts of the vessel;
 - (vii) Teamwork;
 - (viii) Equipment required for search;
 - (ix) Narcotics identification procedures and tools;
 - (x) Collection of evidence;
 - (xi) Restoration of vessel to original condition after search;
 - (xii) Post-seizure operations;
 - (xiii) Preparation of evidence for court hearing;
 - (xiv) Debriefing of officers;
 - (xv) Intelligence-gathering and -reporting.



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ADMINISTRATIVE AND BUDGETARY MATTERS

**Medium-term plan for the period 1998-2001: Programme 17:
International drug control**

Note by the Executive Director

Summary

The General Assembly has authorized a new format for the medium-term plan of the United Nations with the goal of producing a more concise, action-oriented document focusing on the future role of the Organization and the results to be accomplished. It has also emphasized the importance of the review by intergovernmental bodies of relevant portions of the medium-term plan. The Executive Director has prepared a draft of the programme on international drug control covering the period 1998-2001. That draft is annexed to the present note. The Commission may wish to review the draft and comment thereon. The Secretariat would then transmit the views of the Commission on the draft medium-term plan to the Committee for Programme and Coordination and to the Advisory Committee on Administrative and Budgetary Questions before consideration of the draft by those bodies and its subsequent submission to the Economic and Social Council and to the Assembly.

*E/CN.7/1996/1.

1. The medium-term plan of the United Nations is the principal policy directive for the Organization and serves as the framework for the formulation of biennial programme budgets. In response to General Assembly resolutions 47/214 of 23 December 1992 and 48/218 of 23 December 1993, the Secretary-General submitted a prototype of a new format and guidelines for the medium-term plan (A/49/301), calling for a shorter, more results-oriented document covering a four-year period. The new format is a significant departure from the current one, and is part of the overall approach adopted by the Secretary-General to foster more unity of purpose and to establish clearer lines of responsibility and greater managerial accountability within the Organization. The General Assembly, in its resolution 47/214, emphasized the importance of the involvement of intergovernmental bodies in that process, and called upon them to ensure their active participation in the review of the medium-term plan. The new format and guidelines were subsequently authorized by the General Assembly at its fiftieth session (A/50/795, paragraph 5(a)).
2. Under the new format and guidelines, the number of programmes is reduced from 45 to 24, with international drug control retained as a separate programme. The period covered by the plan is reduced from six to four years; the next medium-term plan will cover the period 1998-2001. Each programme - including the programme on international drug control - is to be composed of fewer subprogrammes. Subprogrammes should be structured by objectives, specifying what the United Nations intends to accomplish during the period of the plan. Those objectives are to be derived from the various mandates of the Organization in the field covered. The objectives will provide the basis for proposing activities and resource requirements in the biennial programme budgets for 1998-1999 and for 2000-2001.
3. The Secretary General decided that preparation of the new plan using the new format would begin in 1995. The Executive Director of the United Nations International Drug Control Programme (UNDCP) prepared a draft of the part of the plan dealing with international drug control and submitted it to the Controller by 30 November 1995 as required. The draft, entitled "Medium-term plan for the period 1998-2001: Programme 17: International drug control", is annexed to the present note. A perspective on the objectives of the consolidated medium-term plan is being prepared by the Office of Programme Planning, Budget and Accounts, using inputs from UNDCP and other substantive offices, and is to be included in its introductory part.
4. The subprogramme structure within programme 17 was inspired by, *inter alia*, the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control adopted by the International Conference on Drug Abuse and Illicit Trafficking¹ and the Global Programme of Action adopted by the General Assembly at its seventeenth special session,² and reflects the main substantive areas of work of UNDCP. Programme 17 contains five subprogrammes: policy development and coordination; control of licit supply of narcotic drugs, psychotropic substances and precursors; prevention and reduction of drug abuse; elimination of illicit crops; and suppression of illicit drug trafficking. Within each of those subprogrammes, from three to six specific objectives have been identified, together with an indication of how UNDCP intends to pursue each of them.
5. Preparation of the medium-term plan has involved a critical reappraisal of the following matters: how UNDCP should implement its mandate in the light of the international situation with regard to drug abuse and illicit trafficking; countermeasures planned and undertaken by Governments and international bodies; and the comparative advantage of UNDCP in relation to available resources.
6. The Executive Director intends to use the medium-term plan as a point of reference for the work of UNDCP, both within UNDCP and as an interface with the Commission.
7. The Commission may wish to take note of the draft medium-term plan for the period 1998-2001, programme 17, relating to international drug control, and comment thereon. The views of the Commission

will be forwarded by the Secretariat to the Committee for Programme and Coordination and to the Advisory Committee on Administrative and Budgetary Questions, which will examine the entire plan prior to its submission to the Economic and Social Council in July 1996 and to the General Assembly in December 1996.

Notes

¹See *Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987* (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

²See resolution S-17/2, annex.

Annex

**DRAFT MEDIUM-TERM PLAN FOR THE PERIOD 1998-2001:
PROGRAMME 17: INTERNATIONAL DRUG CONTROL***

1. Concerted international action in the fight against drug abuse and illicit trafficking is anchored in the consensus of the international community embodied in the Single Convention on Narcotic Drugs, 1961 and its protocol of 1972, the 1971 Convention on Psychotropic Substances and the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. Under the drug control system of which the conventions are an essential part, the Commission on Narcotic Drugs is the main intergovernmental policy-making body in drug control. It also acts as the governing body of the United Nations International Drug Control Programme (UNDCP). The International Narcotics Control Board (INCB) oversees compliance by governments with their obligations under the conventions. UNDCP supports the work of the Commission and INCB and provides assistance to governments to enhance the impact of drug control efforts. The mandate of UNDCP is contained in the drug control conventions, the 1987 Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control adopted by the International Conference on Drug Abuse and Illicit Trafficking and resolutions of the Commission, the Economic and Social Council (ECOSOC) and the General Assembly, particularly General Assembly resolution S-17/2 of 23 February 1990 adopting the Global Programme of Action and resolutions 45/179 of 21 December 1990 and 47/100 of 16 December 1992.

2. During the period covered by the present Medium-term Plan, priority will be given to the development and maintenance of international norms and standards for drug control, particularly through the provision of support to the Commission and INCB. Further, UNDCP, as the main focus for concerted international action in the fight against drug abuse and illicit trafficking, will strive to increase the effectiveness of international drug control by monitoring, promoting and coordinating international drug control efforts. It will ensure harmonized action by United Nations system agencies and programmes, promote cooperation with other concerned international organizations and facilitate dialogue and cooperation among governments at the subregional, regional and global levels. Priorities will include the establishment of information networks as well as gathering, analyzing and disseminating information and knowledge in order to support the development of international drug control policy and to identify, and promote, the use of proven drug control measures.

3. Drawing from the Fund of UNDCP, technical advice and assistance will be provided to governments in support of a balanced approach to drug abuse control targeting both illicit supply and demand. Support will concentrate on development of national and regional capacity to elaborate effective drug control policies and plans and on strengthening institutions responsible to implement them. Priority attention will be given to those countries with a significant drug problem which lack sufficient national capacity to respond effectively to the threats posed by drugs.

4. The efforts of UNDCP are expected to result in greater consensus among States on strategies to fight drug abuse and trafficking at the global, regional and subregional levels as well as in wider accession to, and improved implementation of, the drug control treaties. Networks to share information and knowledge on drug abuse and proven intervention methodologies will be established, and governments will be provided better information on trends and effective drug control strategies, techniques and countermeasures. The ability of governments to tackle both illicit supply and demand will be reinforced.

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Subprogramme 1: Policy development and coordination

5. International drug control efforts are based for a large part on action by the policy-making bodies of the United Nations: the Commission on Narcotic Drugs, ECOSOC and the General Assembly. *The first objective of the subprogramme is to ensure the proper functioning of the United Nations bodies responsible for making international drug control policy through the provision of support to them, to their subsidiary bodies and to intergovernmental conferences dealing with international drug control.* Each of these bodies will be provided with the required secretariat services, including, in particular, organizational and administrative support for the Commission, as well as all support mandated by the international drug control conventions. In addition, matters of importance will be identified and brought to their attention, activities mandated by them will be carried out, and follow-up will be directly pursued and monitored.
6. Another cornerstone of the international drug control system is the International Narcotics Control Board, whose main responsibility is to monitor compliance by governments with the international drug control treaties. *The second objective of the subprogramme is to furnish INCB the means to function properly in the execution of its responsibilities under the international drug control treaties and relevant resolutions by intergovernmental bodies.* This will be achieved by the provision of substantive and secretariat services, including organizational and administrative support, the identification and analysis of issues related to treaty compliance, the maintenance of a dialogue with governments on behalf of INCB, and the wide dissemination of the findings of INCB to decision makers and the general public.
7. To fulfil its role and responsibilities in international drug control, the United Nations system must act in a coherent manner. *The third objective of the subprogramme is to provide leadership for concerted international action for drug abuse control and to coordinate all United Nations drug control activities.* UNDCP will ensure coordination, complementarity and non-duplication of drug abuse control activities across the common system to strengthen the role and contributions of the United Nations as the main focus for international action. The periodic updating and implementation of the System-wide Action Plan are particularly useful in this respect.
8. As drug problems often transcend national borders, many needs and opportunities for multilateral cooperation exist at the subregional level. *The fourth objective of the subprogramme is to promote subregional cooperation in drug control among States.* The aim is to have in place, in selected subregions, cooperation arrangements which embody a common understanding of, and approach to, drug abuse control concerns shared by the countries concerned.
9. On the national level, drug control efforts by States can have greater impact if they are well-coordinated and problems are tackled in a balanced, systematic manner. *The fifth objective of the subprogramme is to assist States to develop national capacities in drug control planning and coordination.* UNDCP will promote the inclusion of drug control concerns into national development plans. The Programme will also assist countries to strengthen drug control planning and coordinating institutions and to elaborate comprehensive, multisectoral national drug control strategies.
10. In the long term, it is the level of awareness of the general public which will determine the success or failure of drug abuse control efforts. *The sixth objective of the subprogramme is to increase awareness of the problem of drug abuse and its consequences among decision and opinion makers and the general public.* This will be accomplished through advocacy, studies and publications on the issue, encouraging the involvement in drug control of civil society and non-governmental organizations, and the organization of high-profile thematic events.

Subprogramme 2: Control of licit supply of narcotic drugs, psychotropic substances and precursors

11. High quality data, information and knowledge are needed for governments to control the licit supply of narcotic drugs, psychotropic substances and precursors and to enable INCB to assist them in this endeavour. *The first objective of the subprogramme is to provide to INCB and governments useful and reliable data, information and knowledge on the nature, patterns and trends in the licit supply of and demand for narcotic drugs, psychotropic substances and their precursor chemicals.* This objective will be achieved through the further development of the data, information and knowledge base of UNDCP and the provision of assistance to governments to establish such databases at the national level. Trends will be monitored and analyzed and matters of importance brought to the attention of INCB and governments, individually or collectively, as required. The availability to governments of reliable information and knowledge will be instrumental in identifying and preventing diversion and elaborating effective policies and procedures at the national and international levels.

12. The international drug control conventions require States to put in place the necessary legal and administrative structures to enable them to exercise effective controls over the licit supply of narcotic drugs, psychotropic substances and precursors. *The second objective of the subprogramme is to assist governments to establish, maintain and strengthen national controls over the licit supply of narcotic drugs, psychotropic substances and precursors in a manner which prevents diversion to illicit channels while ensuring adequate availability for medical, scientific and other licit purposes.* UNDCP will collect and analyze information on national legislation, regulations, structures and other specific measures taken by governments to control licit supply. This information will enable INCB to monitor compliance by governments with the control measures required by the drug control conventions and those recommended by ECOSOC. It will also assist governments and the international community to identify improvements in national control regimes which may be needed. Governments will be advised on the requirements of the conventions and appropriate national control structures and mechanisms to prevent diversion and assistance will be provided to strengthen the capacity of the responsible national institutions.

13. The Secretary-General and INCB have delegated specific responsibilities to UNDCP in the management of the international control system for drugs and precursors used for licit purposes. *The third objective of the subprogramme is to manage the international system of control of narcotic drugs, psychotropic substances and their precursors used for licit purposes in a manner which prevents diversion to illicit channels while ensuring adequate availability for medical, scientific and other licit purposes.* UNDCP will support INCB in monitoring the production, manufacture, international trade, distribution and use of narcotic drugs, psychotropic substances and precursors; administering the system of estimates and assessments for national requirements of narcotic drugs and psychotropic substances; further developing the technical aspects of the control system; and assessing substances for possible control under the 1988 Convention. Working under the guidance of INCB, UNDCP and governments will ensure that narcotic drugs, psychotropic substances and precursors needed for medical, scientific and other licit purposes will continue to be available; diversion of narcotic drugs from international trade into the illicit traffic will continue to be minimal; and the level of diversion of psychotropic substances from international trade will decrease. In a number of countries, monitoring of, and controls over, precursors will be strengthened to the level required by the 1988 Convention.

Subprogramme 3: Prevention and reduction of drug abuse

14. The United Nations is in a position to ensure worldwide coverage and objectivity in gathering, analyzing and disseminating information on drug abuse and national responses to this problem. *The first objective of the subprogramme is to provide governments with information and analyses on the nature, patterns and trends in drug abuse, for use in formulating drug control policy on the international and national levels, and*

to ensure that the UNDCP programme of activities is based on timely and complete information and knowledge. Emphasis will be placed both on the establishment of networks with other sources of information and on the management and further development of the UNDCP data collection system and database. UNDCP will develop and promote the harmonization of data collection methodologies in order to improve quality and comparability of data, as well as promote and disseminate suitable methodologies for data collection. These efforts should result in a strengthened international drug abuse assessment system and the establishment of an international network of professionals to share information with each other - and with UNDCP for the benefit of the international community - on patterns and trends in drug abuse. Better international standards on drug abuse assessment will be identified and disseminated. UNDCP will promote and support research on the causes of drug abuse and its impact on individuals and societies and share the results with the international community.

15. The global perspective of UNDCP enables it to assess the effectiveness of approaches deemed to be successful in the application of basic principles of prevention, adapted to local conditions. *The second objective of the subprogramme is to identify effective demand reduction methodologies and programmes in different socio-economic and cultural contexts and make them known to Member States, international organizations and experts.* UNDCP will develop methods for the identification and dissemination of effective policies, strategies, techniques, programme modalities and resource materials on drug abuse prevention and for the treatment, rehabilitation and reintegration of former drug abusers.

16. Efforts to reduce the illicit demand for drugs must take place primarily at the national and local levels. Nevertheless, international support can be instrumental in enhancing the effectiveness of national efforts. *The third objective of the subprogramme is to increase the effectiveness of measures undertaken at the national level to prevent and reduce drug abuse.* Support will be given to Member States by such means as the provision of technical advice, expert meetings and technical cooperation projects addressing national, subregional and regional concerns. Priority will be given to the provision of technical advice and assistance on integrated prevention, treatment and rehabilitation programmes judged to be effective, particularly pilot and demonstration activities which could be adapted to different circumstances. Special attention will be devoted to the promotion and support of research on, and evaluation of the effectiveness of, demand reduction modalities and techniques and the use of partnerships with international, national and local organizations from the public and private sectors.

Subprogramme 4: Elimination of illicit crops

17. High-quality data, information and knowledge are needed to enable governments to reduce and eliminate illicit crops. *The first objective of the subprogramme is to provide to governments useful and reliable data, information and knowledge on the nature, patterns and trends in the cultivation of illicit crops.* This objective will be achieved through the further development of the data, information and knowledge base of UNDCP and the provision of assistance to governments to establish such data bases at the national level. Further advances in international coordination and standardization of the collection, storage and retrieval of information on the cultivation of illicit crops will take place. Patterns and trends will be monitored and analyzed and matters of importance brought to the attention of governments, individually or collectively, as required. Research on effective countermeasures will be promoted and supported by UNDCP and the results shared with the international community. The availability to governments of better information and knowledge will assist them in developing more effective countermeasures.

18. Although the governments of several countries where illicit crops are cultivated - particularly opium poppy and coca leaf - have demonstrated their determination to eliminate such crops through eradication and alternative development schemes, assistance from the international community is needed to tackle the problem more effectively. *The second objective of the subprogramme is to assist governments to establish or*

strengthen institutions concerned with the elimination of illicit crops, and to assist them to elaborate and implement national illicit crop reduction programmes. UNDCP will assist governments of the most affected countries to strengthen national institutions responsible for coordination of illicit crop reduction efforts; to elaborate integrated national drug control strategies and programmes to eliminate illicit crops, including capacity to conduct surveys of illicit crops, and to monitor and evaluate results; to integrate into national development activities programmes to reduce illicit supply; to marshal international support for government-led programmes to eradicate illicit crops, enlisting as necessary relevant partners including the international financial institutions and the private sector; to implement national programmes to eliminate illicit crops; and to establish networking and periodic exchange of information at the subregional level.

19. In elaborating programmes and projects to eliminate illicit crops, countries can benefit from access to information, technology and methodologies emanating from such programmes worldwide, including pilot projects which proved effective elsewhere. *The third objective of the subprogramme is to develop, collect and disseminate information on effective approaches and techniques to eliminate illicit crops.* An inventory of effective approaches and techniques to reduce and eliminate illicit cultivation will be compiled and made available to governments. Research on, and analysis of, approaches tailored to local conditions will be promoted and supported, particularly in respect of alternative development as a method to eliminate illicit crops. In this context, pilot and demonstration projects will be identified and implemented.

Subprogramme 5: Suppression of illicit drug trafficking

20. Governments need access to a broad range of information and knowledge on illicit trafficking to be able to elaborate appropriate drug control policies and strategies in order to accede to, and implement in full, the international drug control conventions, particularly the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. *The first objective of the subprogramme is to improve knowledge on the nature and patterns of, as well as trends in, the illicit trafficking of narcotic drugs, psychotropic substances and precursors, including the laundering of proceeds derived from illicit trafficking.* The information system of UNDCP will be further developed to ensure compatibility with, and to maximize access to, various sources of data and information on illicit trafficking. The Programme will promote international information standards in this field, and countries will be assisted to develop their own systems in accordance with those standards.

21. The success of international action against illicit trafficking depends largely on the ability of governments to formulate effective countermeasures at national, regional, and international levels, in particular those required to implement the provisions of the 1988 Convention. *The second objective of the subprogramme is to identify and develop effective strategies and methods for tackling illicit trafficking which are adapted to the needs of governments.* UNDCP will improve its collection of information on, and inventory of, existing countermeasures for trafficking problems, carry out research into specific aspects of trafficking, evaluate the success of existing programmes in order to refine and develop more effective countermeasures, and share this information with governments. UNDCP will also maintain and develop its information base on national drug control legislation and facilitate improved collaboration among governments in the legal field, in particular in cooperation to suppress illicit traffic by sea. Cooperation among governments and with UNDCP in this area will be further encouraged and improved.

22. Although governments bear primary responsibility for the suppression of illicit trafficking within their territories, national efforts can be more effective if appropriate assistance is provided by the international community. *The third objective of the subprogramme is to help governments to make more effective the countermeasures that they employ and the action they take to address their illicit trafficking problems, taking into account their available resources and capacities.* UNDCP will work to improve coordination, in certain subregions, of the bilateral and multilateral technical assistance provided to combat illicit trafficking of

narcotic drugs, psychotropic substances and their precursors. In countries where national capacities remain weak, UNDCP will provide governments with advice on, and assistance in, the development of effective countermeasures to suppress illicit trafficking. Special attention will be given to advocacy, advice and assistance to Member States in order to enhance their ability to: adopt and implement effectively national drug control legislation; prevent and detect trafficking in, and possible illicit manufacture of, precursor chemicals and the resulting illicit manufacture of, inter alia, psychotropic substances, heroin and cocaine; and detect and apprehend international drug traffickers through targeted and advanced drug law enforcement methods and techniques including anti-money laundering. The development of technical standards for drug analysis and pharmaceutical control laboratories will continue, and assistance will be provided to strengthen drug analysis and pharmaceutical control laboratories, integrating them into national and regional programmes against illicit drug trafficking, and information on scientific and technical aspects of substances of abuse and precursors will be provided. Collaboration will be improved among law enforcement training providers at the national and international levels.